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Excorpts from OPIUM POLICY IN JAPAN by Sagataro Kaku, former Civil
Governor of Formosa, Gomeya, November 1924

(Printed by Albert Kundig - Geneva)

Profaco

The growing interest in the opium question in recent years has become not only a problem of immediate concern to the Far Eastern countries but also of paramount importance to the western peoples as well. What, in the past, has been the opium policy in Japan and more particularly in herpossessions and territories? Long before the International Opium Conference met in Shanghai, Japan had adopted in Formosa the policy of the gradual suppression of opium smoking by strictly controlling the opium addicts. This policy was initiated 25 years ago by Viscount Gote, then the Director of the Sanitary Bureau of the Central Government, who became subsequently the Civil Governor and the Director of the Monopoly Bureau of the Formosan Government. It was my good fortune as councillor to the civil administration of the Government, and later as the director of the Monopoly Bureau and as civil governor, to direct the service which was designed to carry out the opium policy introduced by Viscount Gote.

During my service in this difficult and complicated administrative work it became my firm conviction that, although the opium question as such was primarily a question which had sprung up in China, no solution was to be found unless every country which permitted opium sacking set its own house in order. Japan was no exception to this general situation. With this conviction I proposed to the authorities seem ten years ago, that the opium policy of Japan should be systematized. In support of this proposal I quoted a Japanese proverb which says: "Do not trouble about the snow which has fallen on your neighbour's garden before clearing away the snow which lies on your own roof". The application of this principle is in my opinion even today the only way to reach the solution of the opium problem in the world.

As Japan so delegate to the opium conference in Geneva I am inspired by the spirit of international cooperation and struck by the serious attempts on the part of various Powers to cradicate the habit of opium smeking in their territories. In this spirit I have described the measures which I consider to be important in the opin policy so far adopted by Japan in her territories. By only regret is that awing to insufficient raterials at hand, my description can not be as complete as I hoped. I shall, however, be more than repeal in this task if the account of our emperience in Japan may be of some service to those who are interested in the solution of the opium problem.

Sagataro Kaltu

Gonova, November 28, 1924

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Excorpts from OPIUM POLICY IN JAPAN by Sagataro Kaku, former Civil
Governor of Formosa, Geneva, November 1924

中心难事你难准难难难难难事中心会

(Printed by Albert Kundig - Geneva)

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Sagataro Kaltu

Geneva, November 28, 1924

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Def. Doc. No. 402

(Excs. 402-B-1

402-C-1

402-C-2

402-D-1

402-D-2

402-F-2)

DOCUMENTS

1. Subject: Excerpts from Opium Policy in Japan

2. Date: Published November 1924

Summary:

402. Preface to the book by former civil governor of Formosa and later Japanese delegate to Geneva Opium Conference. He describes the interest Japan had long had in opium matters and Japan's desire to cooperate with the League of Nations in international control of the vice.

Comment. Harmless but has no probative value whatever.

402-B-1. Describes opium control in Korea which as of 1919 was in the hands of a government monopoly with exportation and importation of opium being prohibited.

Comment. Harmless but objectionable as being immaterial.

402-C-1. A brief account of the opium policy of Formosa where as of 1897 opium control was put in the hands of a Monopoly Bureau and provided for licensing of addicts, importation and manufacture by the government only, etc.

Comment. Harmless but immaterial since opium conditions in Formosa, especially up to 1924, are not matters in issue.

402-C-2. Brief description of opium control in Kwantung Leased Territory. Describes failure of policy of complete suppression and the adoption in 1924 of a policy of progressive suppression with a view of absolute prohibition at the end. Complete control including importation, manufacture, sale, etc., was in the hands of government agency.

Comment. Apparently admissible to show Japan's experience with policy of absolute suppression as against agressive suppression because that experience is always cited in justification for a similar approach to control in Manchuria and N. China.

402-D-1. Background statement of opium policy in Formosa which traces the drug habit to people of Chinese origin. Admits that in China numerous attempts have been made to suppress opium smoking but asserts that results were not successful. Opium control - a chief concern of colonial administration in Formosa since 1895.

Comment. Harmless but immaterial.

402-D-2. Brief history of opium policy in Formosa which is policy of progressive suppression. Cites figures as to the number of addicts from 1900 to 1908. No licenses for smoking have been issued since 1908. Asserts (with substantial correctness) that rigid control has been very successful in Formosa.

Comment. Immaterial. Opium policy in Formosa not in issue.

402-F-2. Discusses refinement of quality of opium in Formosa as a means of preserving the health of addicts and to maintain an invariable standard of quality which would discourage illicit traffic in drugs for which no taste had been acquired.

Comment. Harmless and immaterial. Incolent

GENERAL COMMENT. With one exception (402-C-2), all of these documents could probably be kept out as being irrelevant in that the indictment does not charge Japan with debauching people in her own territories. There is also the point that the policies and practices of Japan in Formosa and Korea prior to 1924 (date of this book) cannot be taken to disprove our evidence on Japanese activity in Manchuria and China subsequent to 1931. However, since these documents do not counter any of our evidence any argument on an objection as to materiality might give more emphasis to this material than it would otherwise receive. Laws and announced policies are correctly reported, but I suggest Tribunal will recognize that our case was built on "actions speal louder than laws", even though this material is admitted into evidence.

not used

Defense Document # 402-7-1

Micerpt from OPIUM POLICY IN JAPAN
by Sagataro Kaku,
Forder Civil Governor of Formosa
Geneva, Movember 1924

(Printed by Albert Kundig - Geneva)

Page 11

2. CHOSEN (COREA)

The opium control in Chosen (Corea) is practically the same as in Japan proper and the results have been satisfactory. The penal Code of 1912 provides for the suppression of opium smoking. In the same year regulations were issued as to the handling of narcotic drugs and the supervision of the drug dealers, which control the reception and distribuation of medicinal opium. Later, in 1919, the opium law was promulgated, whereby opium became. Government monopoly, and the expertation and importation of opium was prohibited. Strict limitations are placed on the sale, reception, distribution and use of opium. Furthermore, the cultivation of the poppy is permitted only within limited areas, to a certain appointed person, under strict supervision, and the raw opium is delivered exclusively to the Government.

The raw opium is sold by the Government to a certain firm appointed for the namufacture of narcotic drugs. This firm is required to keep books, recording the quantities of raw opium received and of the prepared drugs distributed. In 1920, regulations were issued for controlling norphine, cocaine and their respective salts, and strict supervision was enforced over the sale, reception, distribution, expert and import of narcotic drugs. Thus the regulation and control of opium and other narcotic drugs in Chosen were practically the same as in Japan.

It was no mean task for the Chosen Government to control and suppress the illicit cultivation of poppies and opium smoking in localities adjacent to China, especially in the forest regions. But strict control has finally achieved desired results. U 164 DDD2 DSB9

Ver'once Document # 402-0-1

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Process from - OPTUM POLICY IN JAPAN by Sagataro Kabu Forner Civil Governor of Formosa Geneva, November 1924

(Printed by Albert Lundig - Geneva)

Page 12 and 13

2. FORMOSA

A full account of the opium policy of Formosa will be described in another section. It may not, however, be inopportune to give here a brief surrary of the Opium Ordinance of Formosa, which was put into force in September 1897, and of the regulations, dated March 1898 and put into force September 1898, for enforcing the above Ordinance.

The Opium Ordinance provides that the importation and manufacture of opium, except by the honopoly Bureau of the Formosan Government, shall be absolutely prohibited. It is also prohibited to sell, buy, give, take, own or possess opium without license. It is not allowed to cultivate the poppy or to keep capsules for the purpose of manufacturing raw opium. The violation of the Ordinance is heavily punished.

As to the regulations for the enforcement of the above Ordinance, it is provided that propared opium for smoking shall only be sold to a licensed addict and that he shall receive not more than enough for three days consumption as stated in his license and purphase book. The government wholesale agent and the licensed agent must keep books, recording the quantity of prepared opium received and distributed. Physicians, pharmacists, and drug manufacturers must not use medicinal opium for any other purpose than compounding or preparing medicines. No person shall make or sell opium smoking apparatus unless licensed by the local government. There are heavy penal provisions for offenders.

There is a strict control and regulation of marcotic drugs, similar to that in Japan. The manufacture and importation of medicinal opium and marcotic drugs for medical purposes are prohibited, and the drugs necessary for medicinal purpose are supplied from Japan under strict regulation, with results that are very satisfactory. During the Great War, when there was a great shortege of necessary drugs, permission was given to certain designated firms to cultivate coes leaves within limited areas under strict control. After the conclusion of the war, the planting of new coes was suspended in fields which had not yet been planted, even in the licensed areas.

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Excerpt from -OPIUM POLICY IN JAPAN by Sagataro Kalmu Former Civil Governor of Formosa Geneva, November 1924

(Printed by Albert Kundig - Geneva)

Pages 14 and 15

The government of Ewantung loased territory prohibited strictly the cultivation of the poppy from the very beginning, and opium sucking was only permitted to addicts of persistent habit. The government specially appointed a Social Velfare Society which was permitted to import raw opium. Furthermore, by enforcing the criminal law of Japan in this territory the Government has endeavored to emert a general control. After repeated failures it attempted to carry out a policy to attain absolute suppression at the end of a five years' period, but the result was not satisfactory, the reason being that the territory with the Chinese subjects is adjacent to that of China and that police control could not therefore be effectively carried out.

Consequently the authorities, after various fruitless attempts at the complete suppression, decided to adopt a preparatory measure for the progressive suppression with a view to absolute prohibition at the end, and for this purpose, on September 1st, 1924, the Government prohibition at the end, and opium law. Under this law, the Government officially designated a Social Welfare Society to import raw opium and manufacture and sell prepared opium under strict Government supervision. Only opium addicts, who are licensed by the Government are allowed to smoke opium. Persons who infringe this regulation are severely punished, and at present, in order to make the control effective, the Government is murboring the addicts and is perfecting the system of registration.

The control of addicts among the Chinese laborers who come and go every year is a very difficult problem, as in the territories of the Powers which border Chine.

As to the control of medicinal opium and other marcotic drugs for medicinal use the Government issued the regulation relating to the trade in drugs and the handling of drugs, dated 1909; ordinance relating to the control of morphine and cocaine, dated 1915; ordinance relating to the confiscation of opium, morphine and cocaine, dated 1916; in order to control the import, export, manufacture, sale, handling and consumption of these drugs.

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Scerpt from -OPIUM POLICY IN JAPAN by Sagataro Kaku Former Civil Governor of Formosa Geneva, November 1924

(Printed by Albert Kundig - Geneva)

Page 17

OPIUM POLICY IN FORLOSA

1. General Considerations

The habit of opium smoking among the natives of Formosa can be traced back to the habits of life of the people of Chinese origin. History gives ample proof that this habit was developed in the island with the growth of the native population. In China, it is true, numerous attempts have successively been made by farsighted statemen to suppress opium smoking. Yet at present the result is contrary to that which was expected.

Since Formosa came into Japanese possession by the Treaty of Bakan in April 1895, the habit of opium so bring among the native population who transferred their allegiance and the opium policy to be followed by the Japanese Government became the chief concern of the colonial administration. It was the most difficult problem confronting the authorities and there has been considerable discussion as to the policy of the prohibition of opium smoking.

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Excerpt from -OPIUM POLICY IN JAPAN by Sagataro Kaku Forner Civil Governor of Fornosa Geneva, November 1924

(Printed by Albert Kundig - Geneva)

Page 23

OPIUL PULICY IN FORMOSA

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The memorandum submitted by the Director Goto of the Central Samitary Dureau was carefully considered and finally the Central Government adopted the plan embodied in his policy of progressive suppression with a view to absolute prohibition. This is a history in short of the opium policy in Formosa.

As soon as the policy of progressive suppression with a view to absolute prohibition was adopted, the Government appointed Director Goto, as advisor to the Formosan Government, to execute the plan for establishing plant for the manufacturing of prepared opium. At the same time the Government promulgated opium laws and regulations which came into effect on April 1, 1897. Every department of the administration in Formosa at that time was in process of formation. There was unrost among the population and the rebels had not been subdued, so that it was no mean task for administration to number the opium addicts and it took over 3 years to cover the large portion of the Island excluding the part which was held by the robels. It was in September 1900 that the first enumeration was completed, and 169,064 addicts were found. After the rebels had been subdued completely the remainder of the island was covered in 1904 and 1905, and 30.543 nore addicts were found. Later, in the year 1908, when a regular census of the population was taken, 15,369 more addicts were found. Permits to smoke opium were issued to the addicts after each enumeration and the total number of the permits issued, including the last onumeration in 1908, was 215.476. No license has been issued since 1908 for the Formosans. As the result of the rigid control of the education of the public to realise the danger of opium smoking and of the general improvement in social life, the object of suppression has been attained and the number of addiess has been gradually decreased. After 25 years experience the number of addicts had been reduced to 40.165 at the end of Year 1923.

Thus the original policy of the suppression of opium smoking in Formosa has been faithfully carried out by successive administrators and the result was as had been expected. At the same time public health in Formosa has made remarkable progress, which all will admit who know the island.

I believe that the experience of the opium policy in Formosa is of the first importance for the solution of the opium question in the Far East. 8599

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Precept from OPIULI POLICY I JAPAN by Sagataro Kalu
Forner Civil Governor of Fornesa
Geneva, November 1924

(Printed by Albert Hundig - Geneva)

Pago 28

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It has been repeatedly mentioned that the object of the Fermosan opium policy is to remedy the opium smoking habit. For this purpose, it has been the policy of the Government to supply as much refined prepared opium as possible, regard being had to the tastes of the addicts. This is not only a measure for the maintenance of the health of the addicts, but also important from the social point of view.

The quality of the raw opium for the manufacture of the prepared opium always varies according to its origin, and it is not often uniform for even the products of the same country. Then the prepared opium is made from these raw materials of different origin the quality of the prepared opium is naturally variable. The variable quality of the prepared opium is not only distastoful but also injurious to the health of the addicts, facts which might lead to illicit traffic which would be difficult to control.

In Formosa an investigation was pursued in order to secure uniformity in the qualities and the refinement of the lustre and standardization of the taste of the propared opium. The results of this investigation will be reported in due course.

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